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ABSTRACT

The Lemoore Center of the West Hills Community College District serves the Lemoore/Hanford area of Kings and Fresno Counties--an area lying within both the West Hills and the College of the Sequoias Community College Districts. Jurisdictional problems between the districts prompted the Board of Governors of the California Community Colleges to grant permanent educational center status to the Lemoore operation. In May 1991, the Board agreed that the best solution was to recognize the Lemoore Center officially, for three reasons: (1) the center is already built and offers a wide range of programs; (2) it qualifies for educational center status, given its enrollment is in excess of 700 average daily attendance (ADA); and (3) a decision to locate a permanent center in Hanford would have a deleterious effect on the financial viability of the West Hills District. The report presents the eight criteria the Postsecondary Education Commission uses to evaluate all center proposals and describes how the Lemoore facility satisfied these criteria: enrollment projections, alternatives to new campuses or off-campus centers, serving the disadvantaged, geographic and physical accessibility, environmental and social impact, effects on other institutions, academic planning and program justification, and consideration of needed funding. Appended in this report are the Guidelines for Review of Proposed Campuses and Off-Campus Centers (1990 Edition). (VWC)

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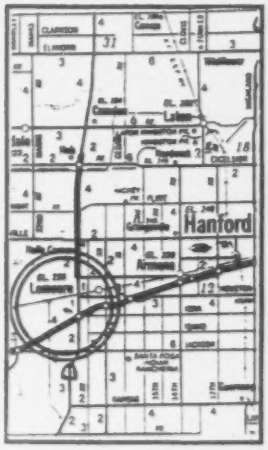

APPROVAL OF THE LEMOORE CENTER OF THE WEST HILLS COMMUNITY COLLEGE DISTRICT

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

AUGUST 1992 COMMISSION REPORT 92-19

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Summary

Among the statutory responsibilities of the California Postsecondary Education Commission is to advise the Governor and Legislature about the need for and location of new institutions and campuses of public higher education. In this regard, the Legislature has agreed that it will not appropriate funds for new institutions, branches, or off-campus centers without the Commission's recommendation.

As a result, the Board of Governors of the California Community Colleges asked the Commission in 1991 to approve the Lemoore Center of the West Hills Community College District so that it will be eligible for State capital funds.

The Lemoore Center is an existing facility that the district constructed with local funds in 1982. It serves the Lemoore/Hanford area of Kings and Fresno Counties -- an area that lies within both the West Hills and College of the Sequoias Community College Districts. This fact created a jurisdictional problem between the districts, and the Board of Governors has determined that the problem should be resolved by granting permanent educational center status to the Lemoore operation.

For numerous reasons discussed in this report, including service to students, the substantial presence of the existing center, and the fiscal health of the West Hills District, the Commission agrees with the Board of Governors' decision. It thus recommends that the center "be approved as an officially recognized educational center of the California Community College system and that it become eligible for State capital outlay funding as of the 1993-94 fiscal year" (p. 2).

The Commission adopted this report at its meeting of August 24, 1992, on recommendation of its Fiscal Policy and Analysis Committee. Additional copies of the report may be obtained by writing the Commission at 1303 J Street, Fifth Floor, Sacramento, CA 95814-2938.

APPROVAL OF THE LEMOORE CENTER OF THE WEST HILLS COMMUNITY COLLEGE DISTRICT

A Report to the Governor and Legislature in Response to a Request from the Board of Governors to Recognize the Center as the Official Community College Center for the Lemoore/Hanford Area of Kings County

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
1303 J Street • Fifth Floor • Sacramento, California 95814-2938

COMMISSION REPORT 92-19
PUBLISHED AUGUST 1992

Contributing Staff: William L. Storey.

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1 *Conclusions and Recommendation*

THE LEMOORE CENTER of the West Hills Community College District -- often called that district's "Kings County Campus" -- is an existing facility that the district constructed with local funds in 1982. It serves the Lemoore/Hanford area of Kings and Fresno Counties -- an area that lies within both the West Hills and College of the Sequoias Community College Districts. This fact has created a jurisdictional problem between the districts, and the Board of Governors of the California Community Colleges has determined that the problem should be resolved by granting permanent educational center status to the Lemoore operation.

Given the interests of the two competing community college districts, in recent years the Chancellor's Office and other groups offered several alternative suggestions for serving the Lemoore/ Hanford area, and for many months, the Board of Governors hoped that the two districts would be able to reach an agreement on a cooperative service strategy. In its *Long-Range Capital Outlay Growth Plan* (1991a), the Board asked the districts to "plan cooperatively to serve the citizens of southern Fresno and northern Kings and Tulare Counities in the most cost effective way possible." Unfortunately, and in spite of many good faith efforts by all concerned, the two districts were unable to agree on a joint venture, a circumstance that brought the issue before the Board for resolution. Following two lengthy discussions, in May 1991, the Board agreed that the best solution was to recognize the Lemoore Center officially, for three reasons:

- The center is already built and offers a wide range of programs;
- The center qualifies for educational center status, given its enrollment is in excess of 700 average daily attendance (ADA); and
- A decision to locate a permanent center in Hanford would have an extremely deleterious effect on the financial viability of the West Hills District.

As a result, the Board recognized the Lemoore Center as the official educational center for the Lemoore/Hanford area, and it has asked the Postsecondary Education Commission to concur in its decision in order to permit the West Hills Community College District to compete for capital outlay funds for the center.

The Commission offers to the Governor and the Legislature the following conclusions that follow the eight criteria it uses to evaluate all center proposals.

Conclusions

1. *Enrollment projections:* The West Hills District has provided adequate information on its enrollment history, plus an officially approved projection by the Demographic Research Unit of the Department of Finance. It is of a sufficient size (about 700 ADA) to be educationally viable, and meets the size criteria established by the Board of Governors.
2. *Alternatives to new campuses or off-campus centers:* The resolution of the issue of alternatives is central to the Commission's consideration of this proposal, and while a number of seemingly viable options were considered, the best of those is to recognize the Lemoore facility as an official center. All other options involve unacceptable costs, insurmountable legal difficulties, a reduction in service, or a serious threat to the financial viability of the West Hills District. The Commission therefore must conclude that all reasonable alternatives have been considered.
3. *Serving the disadvantaged:* The service area of the center is about 1.2 percent American Indian, 2.7 percent Asian, 6.7 percent Black, 49.7 percent White, and between 40 and 50 percent Hispanic, depending on the definition of that term. To serve disadvantaged students, the center

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offers a variety of counseling, tutoring,and special program services. In addition, its first capital outlay project request is designed to remove the remaining architectural barriers to physically handicapped students.

4. *Geographic and physical accessibility:* The physical, social, and demographic characteristics of the service area have been described adequately, and transportation systems are adequate. Commuting time is minimal given the level terrain and the location of the center near several main arterial streets and highways.

5. *Environmental and social impact:* There is no requirement to submit an Environmental Impact Report in this case, since the center is already built.

6. *Effects on other institutions:* The Commission concludes that recognition of the Lemoore Center will not adversely affect the College of the Sequoias, which is located nearly 30 miles to the east, because the college is already at capacity. Official center status probably will have an adverse effect on the potential growth of the College of the Sequoias "storefront" operation in Hanford. Nevertheless, the Commission believes that granting official status to the Lemoore Center is the best course of action.

7. *Academic planning and program justification:* The West Hills Community College District has provided a comprehensive academic program and course listing to the Commission, and discussed its future academic plans for expansion, particularly in the vocational area. The Commission believes the academic plan is reasonable and relatively typical for a community college operation of this size.

8. *Consideration of needed funding:* The West Hills district provided both capital outlay and support budget information to the Commission, which anticipates that growth at the Lemoore Center will be gradual.

Recommendation

Based on these conclusions, the Commission recommends that the Lemoore Center of the West Hills Community College District be approved as an officially recognized educational center of the California Community College system, and that it become eligible for state capital outlay funding as of the 1993-94 fiscal year.

2 Background to the Proposal

Introduction

Sections 66903(2a) and 66903(5) of the California Education Code provide that the California Postsecondary Education Commission "shall advise the Legislature and the Governor regarding the need for and location of new institutions and campuses of public higher education." Section 66904 provides further that:

> It is further the intent of the Legislature that California Community Colleges shall not receive state funds for acquisition of sites or construction of new institutions, branches, or off-campus centers unless recommended by the commission. Acquisition or construction of nonstate-funded community college institutions, branches, and off-campus centers, and proposals for acquisition or construction shall be reported to and may be reviewed and commented upon by the commission.

Pursuant to this legislation, in 1975 the Commission developed a series of guidelines and procedures for the review of new campus and center proposals, then revised them in 1978, 1982, and most recently in 1990 under the title of *Guidelines for Review of Proposed Campuses and Off-Campus Centers* (reproduced in the appendix to this report on pp. 21-26). As presently constituted, they require each of the public higher education systems to develop a statewide plan that identifies the need for new institutions over a 10- to 15-year period. Once that statewide plan is submitted to the Commission, the systems are requested to submit more detailed short-term plans for campuses or centers through a "letter of intent to expand." If Commission staff reviews that letter favorably, the system is then invited to submit a comprehensive proposal -- generally referred to as a "needs study" -- that is judged according to eight criteria to determine its relative merits, after which the Commission recommends to the Governor and the Legislature that the new campus or center be approved or disapproved.

In the present case, the Commission has reviewed the needs study submitted by the Board of Governors of the California Community Colleges and the West Hills Community College District for approval of the Lemoore Center, an existing operation not currently eligible for State capital outlay funding. Displays 1 through 4 on pages 4 through 7 show the general and specific location of the center, with Display 4 showing the current building configuration.

History of the proposal

In November 1961, the voters of the Coalinga High School District approved the formation of the West Hills Community College District as a separate junior college district. In 1962, the voters of several adjoining areas approved annexation proposals, expanding the district's total territory to 3,464 square miles, primarily in Fresno and Kings Counties but also in Madera, Monterey, and San Benito Counties -- an area about three fourths the size of Connecticut. In spite of this large area, the district is not heavily populated, with 1988 data indicating about 80,000 residents -- most of whom live in the Lemoore, Coalinga, Avenal, and Firebaugh areas. The city of Hanford, ten miles to the east of Lemoore, lies within the College of the Sequoias Community College District, but because of its proximity to Lemoore, the West Hills District considers it to be part of its service area as well -- adding another 31,000 people to the population of its service area.

The West Hills District operates West Hills College in Coalinga, two educational centers -- the North District Center (founded in 1971) in Firebaugh to the north in Fresno County, and the Lemoore Center (founded in 1982), which is known in the area as the "Kings County Campus" -- and a small outreach program in Avenal. The Firebaugh Center is very small, with an enrollment of 240 headcount students (about 45 to 50 average daily attendance) in Spring 1992, and with little or no growth anticipated in the next ten years. The Lemoore Center regis-

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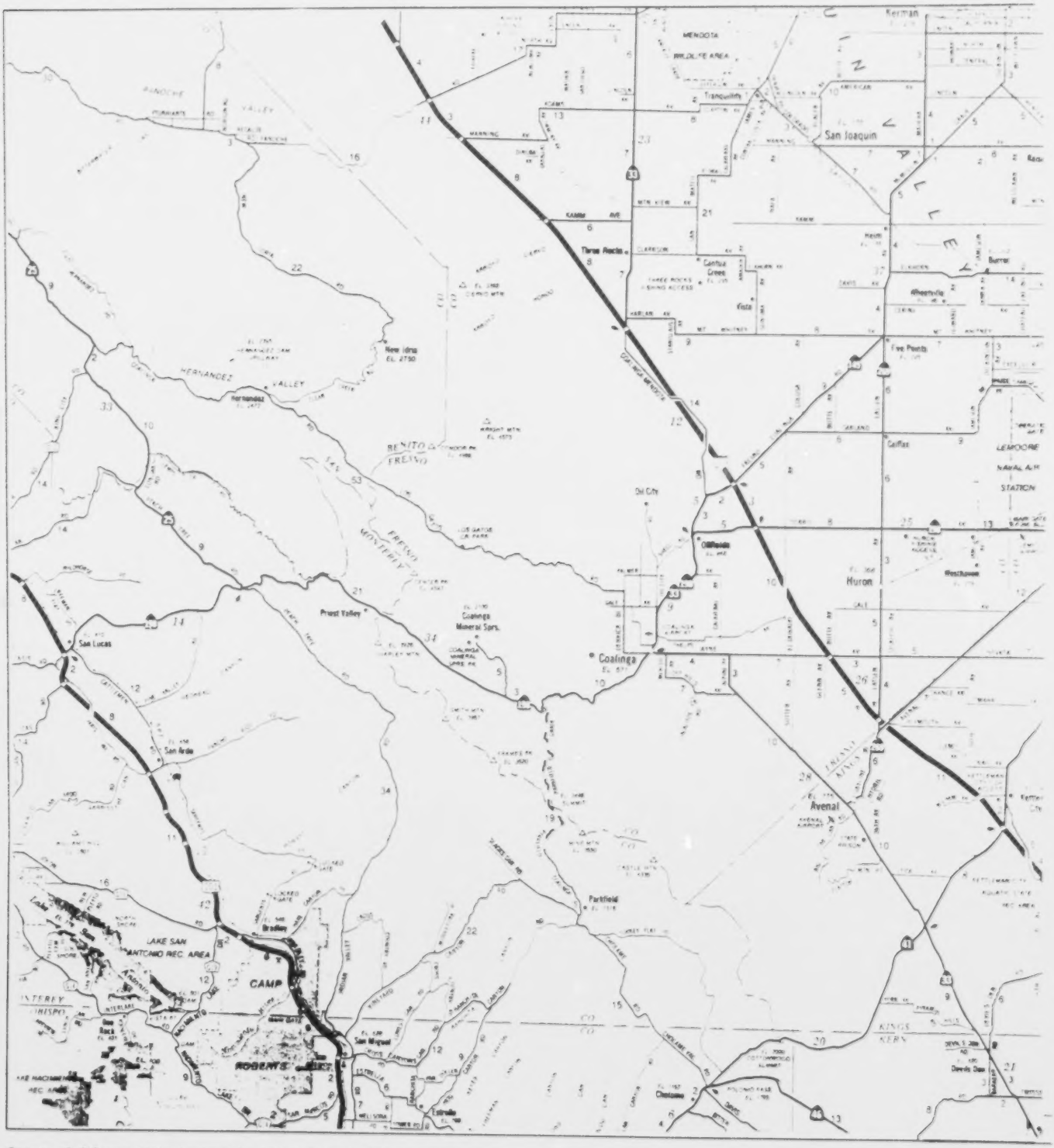
DISPLAY 1 *General Location of the Lemoore Center*



Source: California State Automobile Association, © 1985.

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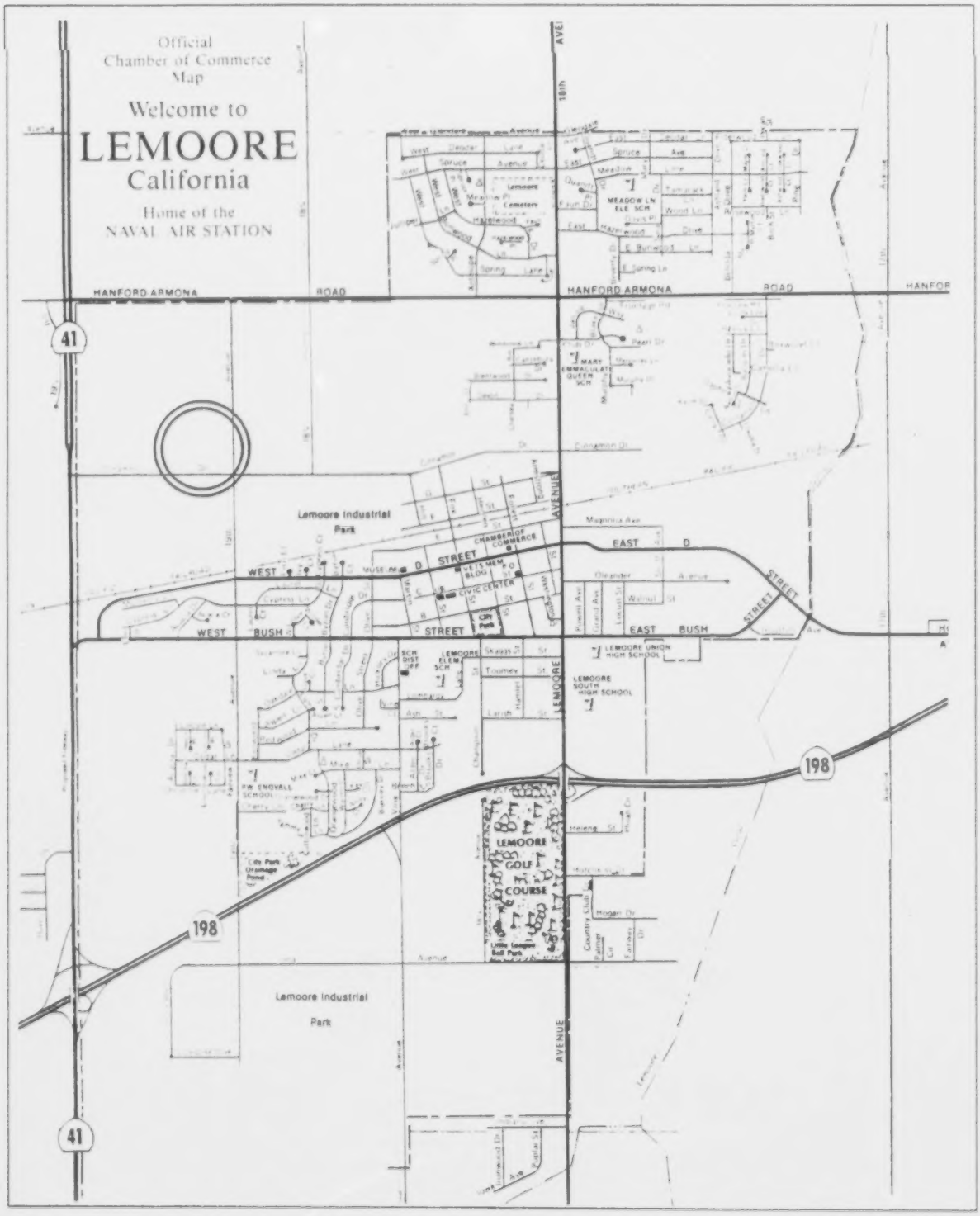
DISPLAY 2 The City of Lemoore and Location of the Lemoore Center



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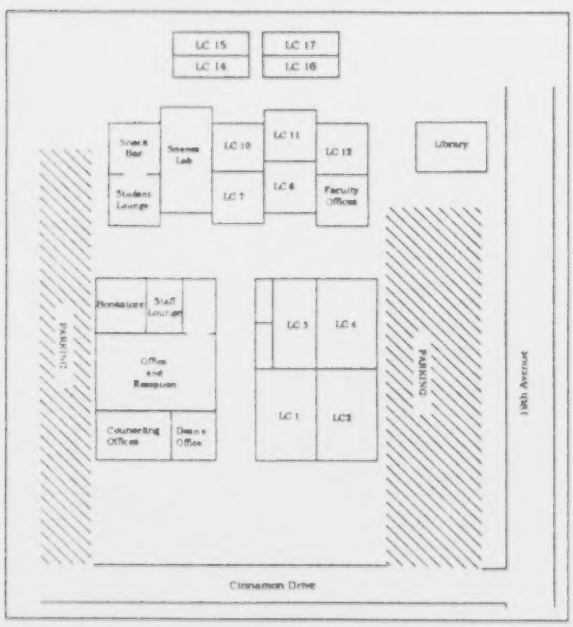
DISPLAY 3 Map of the West Hills Community College District

DISPLAY 4 Building Configuration of the Lemoore Center



Source: West Hills Community College District.

tered an enrollment of 1,589 headcount students for Spring 1992 (about 700 ADA), and anticipates steady growth over the next ten years, as shown in Part Three of this report. The Lemoore Center's inception dates from the purchase of the current 15-acre site in 1979. In 1982, an administration building and four classrooms were constructed with local funds.

When the Board of Governors considered its first long-range growth plan (Board of Governors, 1991a), it stated that a center in the Lemoore-Hanford area was needed in the near term -- a conclusion supported by MGT, Inc., which acted as the Board's consultant. Unfortunately, the specific location could not be determined immediately due to jurisdictional problems. Located about 10 miles apart, the cities of Lemoore and Hanford have a combined population of about 45,000, with two thirds of that population in Hanford. Lemoore is located within the West Hills Community College District; Hanford is in the College of the Sequoias District. Lemoore has an existing center that meets the minimum definition for an educational center established by the Board of Governors (500 ADA); College of the Sequoias maintains a leased "storefront" operation in Hanford with a current enrollment (Spring 1992) of 1,115 headcount students (203 ADA) in a facility that is not easily converted to a permanent community college operation. Residents of the Lemoore area are located about 40 miles from the Coalinga campus of the West Hills District; residents of the Hanford area are about 20 miles from College of the Sequoias in Visalia.

At the time the Board of Governors first discussed the long-range plan in November 1990, the plan contained a recommendation that the center to serve the Lemoore/Hanford area be located in the West Hills District. In the final version of the plan, however, there was no such recommendation, since staff in the Chancellor's Office continued to hope that the two districts could resolve the problem and present a single recommendation to the Board. Unfortunately, this did not occur, since the Sequoias District wanted a permanent center in the Hanford area while the West Hills District continued to insist on its existing Lemoore Center.

Following what both districts agreed was an impasse, the Chancellor's Office assumed jurisdiction over the dispute and presented a solution to the Board of Governors at its May 9-10, 1991 meeting.

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which led to the immediate Board adoption of a recommendation naming the Lemoore Center as the official educational center for the region because of the three reasons listed on page 1 above.

In September 1991, the Chancellor's Office transmitted the agenda item to the Commission and requested official recognition of the Lemoore Center. A number of discussions followed concerning enrollment projections and communication between the two districts, and several months were required to develop the necessary materials for the needs study, to visit the area and to discuss the center with district officials. This report provides the results of those endeavors.

3 *Analysis of the Proposal*

IN THE CALIFORNIA Community Colleges, such terms as "college," "campus," "outreach operation," and "off-campus center" are often confusing, particularly when a technical term used by the Chancellor's Office conflicts with the working nomenclature of the local district. Such a circumstance exists in the case at hand with a facility the Chancellor's Office terms the "Lemoore Center," and the West Hills Community College District refers to as "The Kings County Campus at Lemoore." To avoid such confusion, the Chancellor's Office staff recently offered a number of informal definitions, which the Commission quotes below. These terms do not enjoy the status of statutory or administrative law, but they should be helpful in avoiding some of the confusion.

Outreach Operation: This includes district-funded operations where courses are offered in such facilities as store fronts, off-campus community facilities, and other educational institutions. Facilities may be owned, leased, or provided free of charge, and used full or part time for educational programs.

Educational Center: An officially recognized off-campus operation that meets the definition found in Title 5 of the California Administrative Code, and that has been reviewed and approved by the Board of Governors and the California Postsecondary Education Commission. It may also qualify for this title by virtue of having been "grandfathered," meaning that it has been recognized by CPEC as having been established prior to April 1, 1974 (California Postsecondary Education Commission, 1984).

Campus: A full-service institution at a geographic location anticipated to have a full complement of programs, services, and facilities. A campus may or may not be administered by another college and may or may not be separately accredited. A campus may be an officially designated educational center or college.

College: A college is always a separately accredited, degree granting institution, usually but not always on a campus, with a free standing administration independent of any other college.

The Lemoore center began as an outreach operation in 1982 and has evolved into an educational center. It is really too small (711.36 average-daily-attendance in 1990-91) to be considered a "campus" with a full array of services, but there is a strong likelihood that it will evolve into one in the next ten to fifteen years. As an educational center, however, it is officially recognized by the Board of Governors, does meet the minimum requirement of 500 average-daily-attendance specified in Title 5, and does offer an impressive array of programs. It also has considerable potential room for expansion, since the City of Lemoore has zoned 60 acres immediately adjacent to the site as restricted to educational uses. The district does not own this land, but in essence, it is being held in reserve for college purposes and would almost certainly have to be sold to either the city or the district should the owner decide to dispense with it.

The Lemoore Center's conformity to the Commission's criteria for the approval of new educational centers is discussed in the following sections.

---

1. Adequate enrollment projections

1.1 For new facilities that are planned to accommodate expanded enrollments, enrollment projections should be sufficient to justify the establishment of the campus or off-campus center. For the proposed new campus or center, enrollment projections for each of the first ten years of operation, and for the fifteenth and twentieth years, must be provided. When an existing off-campus center is proposed to be converted to a new campus, all previous enrollment experience must also be provided.

As the designated demographic agency for the State, the Demographic Research Unit has lead responsibility for preparing systemwide

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and district enrollment projections, as well as projections for specific proposals. The Demographic Research Unit will prepare enrollment projections for all community college proposals . . .

1.2 (This section applies only to the University of California.)

1.3 (This section applies only to the California State University.)

1.4 Enrollment projected for a community college district should exceed the planned enrollment capacity of existing district campuses. If the district enrollment projection does not exceed the planned enrollment capacity of existing district campuses, compelling regional or local needs must be demonstrated. In order for compelling regional needs to be demonstrated, the segment must specify how these regional needs deserve priority attention over others in the State.

Displays 5 and 6 show the official enrollment projections developed by the Demographic Research Unit (DRU) of the Department of Finance, with assistance from the West Hills Community College District. In considering these projections, it should be noted that DRU has been forced to advise the community colleges' Chancellor's Office that, because of budget cutbacks, DRU will no longer be able to produce special projections for individual new community colleges and centers. DRU will continue, however, to produce ten-year projections for all 71 community college districts, projections that remain critical to the determination of need for capital outlay appropriations generally.

In the current case, DRU consulted with the West Hills District on a reasonable distribution of Weekly Student Contact Hours (WSCH) derived from the district-wide projection, a distribution that is shown in Display 6. This distribution was approved by DRU, and presently constitutes the official enrollment projection. There is no further projection for

DISPLAY 5 Ten-Year Capital Outlay Projection, West Hills Community College District

Year at Fall Term	Day Credit			Evening Credit			Noncredit			Total		
	Enrollment	WSCH	WSCH/ Enrollment	Enrollment	WSCH	WSCH/ Enrollment	Enrollment	WSCH	WSCH/ Enrollment	Enrollment	WSCH	WSCH/ Enrollment
Actual												
1980	750	12,461	16.6	1,668	8,975	5.4	53	172	3.2	2,471	21,608	8.7
1981	735	13,740	18.7	1,433	6,821	4.8	184	327	1.8	2,352	20,888	8.9
1982	907	15,260	16.8	1,165	6,071	5.2	80	293	3.7	2,152	21,624	10.0
1983	800	13,257	16.6	1,091	4,834	4.4	130	213	1.6	2,021	18,304	9.1
1984	894	13,397	15.0	1,135	4,101	3.6	214	420	2.0	2,243	17,918	8.0
1985	939	12,642	13.5	1,197	6,473	5.4	0	317	0.0	2,136	19,432	9.1
1986	1,023	11,872	11.6	1,364	7,379	5.4	83	602	7.3	2,470	19,853	8.0
1987	1,168	13,071	11.2	1,284	8,144	6.3	104	643	6.2	2,556	21,858	8.6
1988	1,265	13,071	10.3	1,232	7,842	6.4	234	573	2.4	2,731	21,486	7.9
1989	1,319	14,576	11.1	1,157	9,506	8.2	274	852	3.1	2,750	24,934	9.1
1990	N/A	14,348	N/A	N/A	10,207	N/A	N/A	604	N/A	N/A	25,159	N/A
Projected												
1991	1,480	15,100	10.2	1,350	10,700	7.9	220	600	2.7	3,050	26,400	8.6
1992	1,480	15,100	10.2	1,410	11,100	7.9	220	600	2.7	3,110	26,800	8.6
1993	1,490	15,200	10.2	1,440	11,300	7.9	220	600	2.7	3,150	27,100	8.6
1994	1,560	16,000	10.2	1,480	11,700	7.9	220	600	2.7	3,260	28,300	8.6
1995	1,620	16,500	10.2	1,520	12,000	7.9	220	600	2.7	3,360	29,100	8.7
1996	1,630	16,600	10.2	1,550	12,200	7.9	230	600	2.6	3,410	29,400	8.7
1997	1,660	16,900	10.2	1,580	12,500	7.9	230	600	2.6	3,470	30,000	8.7
1998	1,700	17,300	10.2	1,610	12,700	7.9	230	600	2.6	3,540	30,600	8.7
1999	1,750	17,900	10.2	1,640	13,000	7.9	240	600	2.5	3,630	31,500	8.7
2000	1,790	18,300	10.2	1,680	13,200	7.9	250	700	2.8	3,720	32,200	8.7

Source: Demographic Research Unit, Department of Finance, October 1, 1991; and West Hills Community College District.

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DISPLAY 6 Ten-Year Capital Outlay Projection for the Coalinga, Lemoore, and Firebaugh Facilities, West Hills Community College District, in Weekly Student Contact Hours

Year at Fall Term	Total District WSCH	Weekly Student Contact Hours		
		West Hills College	Lemoore Center	Firebaugh Center
Actual				
1988	21,486	10,912	10,192	382
1989	24,934	12,650	11,840	444
1990	25,159	12,240	11,887	1,032
Projected				
1991	26,400	12,302	13,358	740
1992	26,800	12,489	13,561	750
1993	27,100	12,629	13,712	759
1994	28,300	13,188	14,320	792
1995	29,100	13,561	14,725	814
1996	29,400	13,700	14,876	824
1997	30,000	13,980	15,180	840
1998	30,600	14,260	15,484	856
1999	31,500	14,679	15,939	882
2000	32,200	15,005	16,293	902

Source: Demographic Research Unit, Department of Finance, October 1, 1991; and West Hills Community College District.

the fifteenth and twentieth years, as required by the current guidelines, but experience has shown that such projections are of minimal value anyway. Display 7 on page 12 shows the projected enrollment growth between 1991 and 2000 for the district's three operations. The projections shown will serve to satisfy the Commission's first criterion for DRU-generated data.

The Chancellor's Office's definition of an educational center is 500 units of average daily attendance by the third year of operation (California Administrative Code, Title 5, Section 55825). The Lemoore Center is already in operation, and currently serves over 700 average-daily-attendance. Accordingly, it meets the basic size requirements of the first criterion.

The first criterion also states that enrollments should exceed the planned capacity of existing district campuses. West Hills College in Coalinga is the only other significant facility in the district, and it lies some 41 miles to the west of the Lemoore Center. The college is overbuilt, a circumstance caused by enrollment declines in the 1980s, but it is now growing again, and should fill out the existing campus by the end of the decade. Normally, an overbuilt condition would argue against approving the Lemoore Center, but the distance between the two facilities is sufficiently great that a strong case for isolation can be made. The Chancellor's Office uses a measure of 30 minutes driving time to define reasonable access, a measure that is clearly exceeded in the present case. As of the time of a 1990 district survey, over 92 percent of the Lemoore Center's students resided within a half hour's drive.

Alternatives to new campuses or off-campus centers, and effects on other institutions

2. Alternatives to new campuses or off-campus centers

2.1 Proposals for a new campus or off-campus center should address alternatives to establishment of new institutions, including (1) the possibility of establishing an off-campus center instead of a campus; (2) the expansion of existing campuses; (3) the increased utilization of existing campuses, such as year-round

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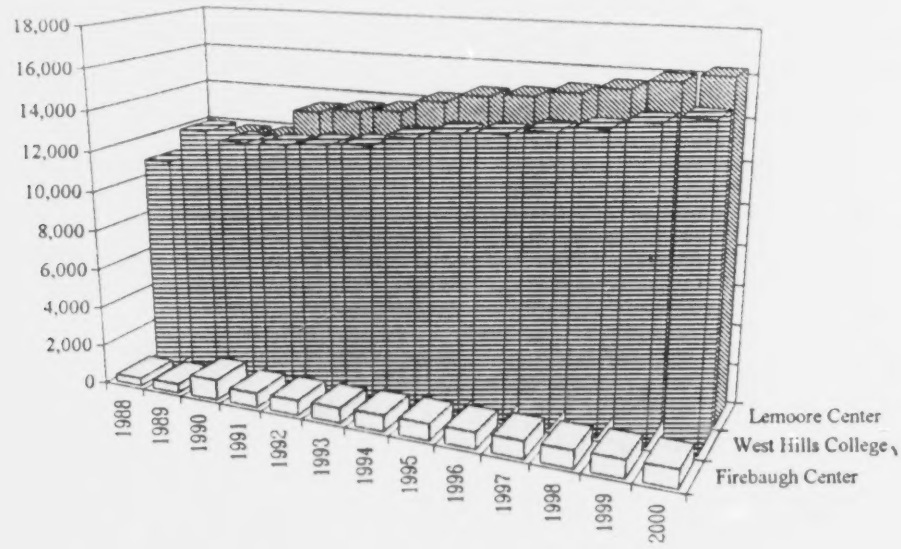
DISPLAY 7 Weekly Student Contact Hour (WSCH) Growth at the Three Facilities of the West Hills Community College District, 1988-1990 (Actual) and 1991-2000 (Projected)



Source: Demographic Research Unit, Department of Finance, October 1, 1991; and West Hills Community College District.

operation; (4) the increased use of existing facilities and programs in other postsecondary education segments; and (5) the use of nontraditional modes of instructional delivery, such as telecommunication and distance learning.

2.2 *A cost-benefit analysis of alternatives, including alternative sites for the campus or center must be articulated and documented.*

6. Effects on other institutions

6.1 *Other segments, institutions, and the community in which the campus or center is to be located should be consulted during the planning process for the new facility, especially at the time that alternatives to expansion are explored. Strong local, regional, and/or statewide interest in the proposed facility must be demonstrated.*

6.2 *(This section applies only to the University of California and the California State University.)*

6.3 *The establishment of a new community college campus must not reduce existing and projected enrollments in adjacent community colleges -- either within the district proposing the new campus or in adjacent districts -- to a level that will damage their economy of operation, or create excess enrollment capacity at these institutions, or lead to an unnecessary duplication of programs.*

Normally, various alternatives to constructing facilities would be considered in this section of the report, but since the Lemoore Center is already built, the only issue concerns the possibility of further expansion, and that issue strongly impacts the Commission's sixth criterion as well, as there is a possible effect on the College of the Sequoias in Visalia, some 30 miles to the east. As to other segments, the only institution anywhere near the Lemoore Center is California State University, Fresno, which lies some 40 miles to the north -- too far to have any appreciable enrollment impact. Both the Lemoore Center and West Hills College in Coalinga do, however, maintain close working relationships with the Fresno campus, and Fresno offers interactive, televised upper-division courses at both facilities.

The primary issue surrounding the proposed appro-

val of the Lemoore Center, and hence its eligibility for State capital outlay funding, is whether the Lemoore/Hanford area should be served by the West Hills district, the College of the Sequoias district, or both. This is the issue the Board of Governors addressed at considerable length at two meetings, the first on January 10-11, 1991 when the systemwide long-range plan was considered, and the second on May 9-10, 1991, when the Board approved Lemoore as an official educational center.

Lemoore and Hanford are approximately 10 miles apart, with most of the population in Hanford, which lies within the boundaries of the Sequoias district. Sequoias maintains a leased center in Hanford; West Hills maintains the more permanent Lemoore Center, which accounts for about 47 percent of the district's average daily attendance, and consequently, almost half of its financial support. If a center were to be located about half way between the two cities, it would lie in the Sequoias district, and consequently have an extremely negative effect on the West Hills district's financial stability. The same result would occur if a permanent center was built in Hanford or its immediate environs. As another ingredient in this puzzle, College of the Sequoias has more students than its current physical capacity can accommodate, and is built on a small (55 acres), land-locked site with virtually no room to expand. As a result, Sequoias wanted official recognition of an educational center within its boundaries, as did West Hills; population projections, however, clearly indicated the need for only one operation.

For over a year, the Chancellor's Office hoped that the West Hills and Sequoias districts could find a solution to this dilemma, and consequently recommended to the Board of Governors, at the time the Board considered the long-range plan, that a State-level decision designating one operation as the official center be deferred. Discussions between the two districts ensued, but they could not resolve the conflict satisfactorily. Subsequently, the Chancellor's Office held a public hearing on March 8, 1991, in Fresno to listen to all sides of the dispute, then presented an agenda item to the Board of Governors on May 9 that led to official recognition of Lemoore, plus a statement that "The important role of the Hanford outreach operation is not to be undervalued. It should continue so long as College of the Sequoias CCD and the community see a need for it." (1991b, p. 8).

The Chancellor's Office presented four alternatives to the Board of Governors:

1. Establish a new site closer to Hanford;
2. Establish two centers;
3. Create a joint venture between the two districts to operate a single center;
4. Reorganize the districts in such a way that the entire Lemoore/Hanford area would be within one or the other district; and
5. Take no action.

- The first alternative has the advantage of a location nearer the major population center, but the disadvantages of poor geographic spacing, excessive cost, and the elimination of a viable existing center (Lemoore) with a substantial enrollment. Placing the facility in Hanford, or east of Hanford, could create a distance of only 15 miles between itself and College of the Sequoias, and some 50 miles to Coalinga. With the existing Lemoore Center, those distances are about 30 miles east to Sequoias and 40 miles west to Coalinga; certainly not perfect, but preferable to the alternative. In addition, creation of a new center, by the Chancellor's Office's estimate, could cost $10 to $15 million in capital construction costs, where recognition of the existing Lemoore Center involves no immediate capital cost. Further, establishment of a competitive facility in or near Hanford would remove so many students from the Lemoore Center that its financial viability would be severely compromised, possibly to the point of closure.

- The second alternative would clearly be wasteful. The Lemoore/Hanford area is not heavily populated, and can probably support only one operation at a size that will permit economies of scale. Given the severe constraints on capital outlay funding at the present time, it is unlikely that a proposal to construct another center in the Hanford area would be accepted. Accordingly, this alternative was rejected.

- The third alternative was to create a joint venture that would permit the two districts to operate a single center. This suggestion has considerable appeal, but both districts soon found that the legal

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problems alone, and almost certainly the legal fees, would be enormous. Even if the fees could be paid and the issues resolved, however, such problems as differing salary schedules, facilities ownership, administrative procedures, academic programming, and revenue sharing would remain; after some earnest attempts to resolve these problems, the districts concluded that the obstacles were insurmountable and gave up. All that remains of the joint venture idea is the fact that both districts advertise each other's course offerings for the Hanford and Lemoore operations.

‣ The fourth alternative concerned district reorganization, and both districts thought it was an excellent idea so long as the other district was the one to relinquish territory. This alternative was abandoned on the grounds that pursuing it would create a territorial battle that all parties believed would not be in the best interests of educational service to the area.

‣ The final alternative was to do nothing, and it had its attractions, particularly for the Board of Governors, which was not anxious to establish the precedent of imposing solutions on local districts. It was also attractive for another reason:

> Furthermore, the relative need for a center in the Lemoore/Hanford area is not exceedingly great when compared to some of the high-growth areas in the State. An unofficial center already exists in Lemoore and there is an outreach operation in Hanford. While the two districts may disagree over the issue of official recognition, historically they have cooperated very effectively in offering programs and services to the area. A decision to take no action until both districts can agree fully on the best long-term solution to meeting the area's educational needs would, therefore, have little immediate effect on the availability of community college programs to the people of the area. (1991b, p. 6)

This alternative -- taking no action -- and the alternative of recognizing the Lemoore Center as the official operation to serve the area, emerged as the only viable possibilities, since all of the others were either legally or economically infeasible. Between these two, the Board of Governors chose official recognition, and did so for what appear to be sound and dependable reasons. Among these are the following:

- The Lemoore Center, unlike the considerably smaller Hanford outreach operation, meets the 500 average-daily-attendance minimum definition for a center.
- The Lemoore Center may even have been officially recognized as early as 1983 -- such recognition would have qualified it for "grandfather" status pursuant to the Commission's Report 84-38 -- but that recognition cannot be determined precisely because of the fire that destroyed the Chancellor's Office.
- The Lemoore Center is more strategically located than any of the alternatives, and has ample room to expand into a much larger operation should population growth so dictate.
- The Lemoore Center enjoys considerable community support, the evidence of which includes the Lemoore City Council's decision to zone 60 acres adjacent to the 15-acre existing site as "educational."
- Official "educational center" status is essential to West Hill's financial viability.
- The Lemoore Center is convenient for employees and service personnel stationed at the Lemoore Naval Air Station some 10 miles to the west, a base that is not on the list of military base closures in California.
- Given the legal changes that permitted free flow between districts, the entire service area is within Lemoore's range, even though some of that range extends into the Sequoias district and even into the southern tip of the State Center district.

At present, it is also expected that the Hanford outreach operation of the Sequoias district will continue, and that the two districts will continue to cooperate in academic planning, with mutual advertising of course offerings. Given this and the preceding analysis, the criteria concerning alternatives and potential impacts on other institutions have been satisfied.

As to community opinion, strong letters or statements of support are on file from John Luis, mayor of Lemoore for himself and the City Council; Allen Goodman, city manager of Lemoore; Bill Black, su-

perintendent of the Lemoore Union High School District; Kathy Martin, executive director of the Lemoore Chamber of Commerce; Captain Joe Hart from the Lemoore Naval Air Station, and a number of private citizens. There is no opposition from any quarter within the West Hills district.

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3. Serving the disadvantaged

The campus or center must facilitate access for the economically, educationally, socially, and physically disadvantaged.

The West Hills Community College District is located in Kings and Fresno Counties. As of the 1990 Census, the demographic composition of the district was approximately as shown in Display 8 on page 16. This is approximate because the census tracts do not exactly match the district's boundaries, but the numbers do offer a fair representation of the population.

Display 9 on page 17 shows the ethnic distribution of the West Hills Community College District between Fall 1985 and Spring 1992 in a distribution that is not exactly the same as arrayed by the Bureau of the Census. The difference occurs in the classification of "Hispanic." The Census does not count this group as mutually exclusive with other racial categories, but makes a separate accounting. Because of this, it is entirely possible for an individual to be both "White" and "Hispanic," or "Black" and "Hispanic." The district, on the other hand, counts the various racial/ethnic categories as being mutually exclusive. The result, in all probability, is a slight undercounting of the Hispanic category in the district's attendance rolls, and a slight overcounting of the White and Black categories.

Display 9 shows that Hispanics have made the greatest gains over the course of the survey, moving from 20.7 percent of the enrollment in Fall 1985 to 33.4 percent in the Fall of 1991. Black enrollment has fluctuated somewhat as a percentage of the total, but has grown steadily from the 135 in attendance in Fall 1985 to a Fall 1991 total of 237. Asian, Filipino, and American Indian enrollments have remained relatively steady, and White enrollments have grown numerically but declined as a percentage of the total, principally due to the significant growth in Hispanic enrollments. The West Hills District maintains a number of programs for disadvantaged and historically underrepresented students, including Extended Opportunity Programs/Services (EOPS), Disabled Students Programs and Services (DSPS), and a special tutorial program that serves both the Coalinga and Lemoore facilities. The district also advertises its services widely throughout the service area, and offers counseling and informational services at the Lemoore Center for anyone interested in enrolling. Further, information is freely available at the Lemoore Naval Air Station, six miles to the west of the center, to service personnel who also represent an ethnically diverse potential clientele.

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4. Geographic and physical accessibility

The physical, social, and demographic characteristics of the location and surrounding service areas for the new campus or center must be included. There must be a plan for student, faculty, and staff transportation to the proposed location. Plans for student and faculty housing, including projections of needed on-campus residential facilities, should be included as appropriate. For locations which do not plan to maintain student on-campus residences, reasonable commuting time for students must be demonstrated.

As noted earlier, most of the population in the Lemoore Center's immediate service area lies to the east of the existing facility in Hanford and its environs, a fact that would suggest a preferred location some five or ten miles to the east. For all of the reasons stated above, however, such a location is impractical. Fortunately, if the Lemoore Center's immediate service area is taken to be within ten miles of the center, Hanford is included. Areas to the east that lie outside of the ten-mile radius are, and undoubtedly will continue to be, served by the College of the Sequoias.

The social and demographic characteristics of the area were described in the previous section. Physically, the entire region is flat with a good transportation network served by Interstate 5 and Highways 99, 198, 41 and 43 (Display 2, page 6). Public transportation is adequate between Lemoore and

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DISPLAY 8 Demographic Composition of the West Hills Community Co

Age	American Indian			Asian			Black		
	Male	Female	Total	Male	Female	Total	Male	Female	T
Under 5	43	42	85	84	78	162	108	110	
5 to 9	58	57	115	86	112	198	83	83	
10 to 14	63	71	134	117	104	221	67	75	
15 to 19	46	42	88	114	99	213	108	68	
20 to 24	37	26	63	74	60	134	839	179	1,
25 to 29	32	46	78	76	82	158	975	245	1,
30 to 34	32	30	62	87	108	195	717	215	
35 to 39	29	42	71	77	101	178	410	146	
40 to 44	21	22	43	47	94	141	184	81	
45 to 49	24	22	46	57	67	124	77	55	
50 to 54	17	17	34	42	55	97	56	41	
55 to 59	9	14	23	34	47	81	40	34	
60 to 64	12	11	23	24	39	63	46	31	
65 to 69	9	8	17	22	29	51	20	24	
70 to 74	9	6	15	16	14	30	18	13	
75 to 79	4	6	10	9	10	19	19	21	
80 to 84	3	2	5	5	7	12	17	7	
85 and over	1	1	2	2	1	3	3	3	
Totals	449	465	914	973	1,107	2,080	3,787	1,431	5,
Percentages	0.6%	0.6%	1.2%	1.2%	1.4%	2.7%	4.8%	1.8%	6.

• "Other" category is predominantly Hispanic. The total Hispanic population was reported at 53 8

Source: U.S. Bureau of the Census; West Hills Community College District.

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llege District

otal	White			Other*			Total		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
218	1,710	1,614	3,324	1,711	1,573	3,284	3,656	3,417	7,073
166	1,716	1,599	3,315	1,607	1,512	3,119	3,550	3,363	6,913
142	1,554	1,416	2,970	1,529	1,482	3,011	3,330	3,148	6,478
176	1,425	1,367	2,792	1,572	1,344	2,916	3,265	2,920	6,185
018	1,842	1,317	3,159	2,531	1,185	3,716	5,323	2,767	8,090
220	2,176	1,599	3,775	2,592	1,224	3,816	5,851	3,196	9,047
932	2,051	1,603	3,654	2,103	1,129	3,232	4,990	3,085	8,075
556	1,726	1,350	3,076	1,507	955	2,462	3,749	2,594	6,343
265	1,381	1,132	2,513	1,034	634	1,668	2,667	1,963	4,630
132	1,095	925	2,020	703	428	1,131	1,956	1,497	3,453
97	844	798	1,642	459	350	809	1,418	1,261	2,679
74	747	763	1,510	348	268	616	1,178	1,126	2,304
77	745	715	1,460	323	245	568	1,150	1,041	2,191
44	591	680	1,271	202	136	338	844	877	1,721
31	392	533	925	85	82	167	520	648	1,168
40	297	448	745	44	62	106	373	547	920
24	168	260	428	47	42	89	240	318	558
6	105	215	320	25	13	38	136	233	369
218	20,565	18,334	38,899	18,422	12,664	31,086	44,196	34,001	78,197
7%	26.3%	23.4%	49.7%	23.6%	16.2%	39.8%	56.5%	43.5%	100.0%

percent in 1990.

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DISPLAY 9 Unduplicated Headcount Enrollment by Racial/Ethnic Category, West Hills Community College District, Fall 1985 to Spring 1992

Academic Term	Asian	Black	Filipino	Hispanic	American Indian	Other Non-White	Pacific Islander	White Non-Hispanic	No Response/ Other	Total
Fall, 1985										
Number	62	135	54	442	42	0	0	1,323	80	2,138
Percent	2.9%	6.3%	2.5%	20.7%	2.0%	0.0%	0.0%	61.9%	3.7%	100.0%
Fall, 1986										
Number	62	101	49	568	32	0	0	1,658	0	2,470
Percent	2.5%	4.1%	2.0%	23.0%	1.3%	0.0%	0.0%	67.1%	0.0%	100.0%
Fall, 1987										
Number	58	105	49	659	29	0	0	1,655	0	2,555
Percent	2.3%	4.1%	1.9%	25.8%	1.1%	0.0%	0.0%	64.8%	0.0%	100.0%
Fall, 1988										
Number	48	116	54	766	38	0	0	1,709	0	2,731
Percent	1.8%	4.2%	2.0%	28.0%	1.4%	0.0%	0.0%	62.6%	0.0%	100.0%
Fall, 1989										
Number	57	108	52	867	26	0	0	1,643	1	2,754
Percent	2.1%	3.9%	1.9%	31.5%	0.9%	0.0%	0.0%	59.7%	0.0%	100.0%
Spring 1990										
Number	55	118	38	1,095	27	0	0	1,584	2	2,919
Percent	1.9%	4.0%	1.3%	37.5%	0.9%	0.0%	0.0%	54.3%	0.1%	100.0%
Fall, 1990										
Number	48	100	51	926	29	3	3	1,661	11	2,832
Percent	1.7%	3.5%	1.8%	32.7%	1.0%	0.1%	0.1%	58.7%	0.4%	100.0%
Spring, 1991										
Number	42	153	52	1,034	34	4	4	1,748	12	3,083
Percent	1.4%	5.0%	1.7%	33.5%	1.1%	0.1%	0.1%	56.7%	0.4%	100.0%
Fall, 1991										
Number	61	237	61	1,049	41	12	13	1,656	14	3,144
Percent	1.9%	7.5%	1.9%	33.4%	1.3%	0.4%	0.4%	52.7%	0.4%	100.0%
Spring, 1992										
Number	48	219	61	1,079	45	14	14	1,848	35	3,363
Percent	1.4%	6.5%	1.8%	32.1%	1.3%	0.4%	0.4%	55.0%	1.0%	100.0%

Source: West Hills Community College District.

Hanford, and the district maintains a shuttle service between Lemoore, Coalinga, and a number of other points within the district's territory. Most students use private transportation to attend classes.

5. Environmental and social impact

The proposal must include a copy of the environmental impact report. To expedite the review process, the Commission should be provided all information related to the environmental impact report process as it becomes

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available to responsible agencies and the public.

No environmental impact report was prepared for this facility, since it is already built. Accordingly, this criterion cannot be applied.

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7. Academic planning and program justification

The programs projected for the new campus must be described and justified. An academic master plan, including general sequence of program plans and degree level plans, and a campus plan to implement such State goals as access, quality, intersegmental cooperation, diversification of students, faculty, administration and staff for the new campus, must be provided. The proposal must include plans to provide an equitable learning environment for the recruitment, retention and success of historically underrepresented students.

The Lemoore Center currently offers courses in the following program areas. The numbers in parenthesis indicate the number of course sections offered in each discipline.

Agricultural Animal Science (1)
Agriculture (2)
Agriculture Business (1)
Administration of Justice (7)
Anthropology (1)
Art (13)
Automotive Technology (2)
Biological Science (3)
Business (25)
Chemistry (4)
Computer Information Systems (7)
Educational Assistant (2)
Diesel Technology (3)
Early Childhood Education (8)
Economics (2)
Emergency Medical Training (1)
English (21)
English as a Second Language (2)*
English Basic Skills (1)*
General Education Development (1)*
General Work Experience (1)
Geography (3)
Geology (1)
Health Education (5)
History (6)
Humanities (2)
Industrial Technology (1)
Journalism (3)
Life Science (2)
Math (16)
Music (8)
Nutrition (1)
Physical Education (13)
Philosophy (2)
Physics (1)
Political Science (7)
Psychology (6)
Sociology (5)
Social Science (1)
Spanish (8)
Speech (3)

*Non-credit courses.

The center also offers a non-credit General Educational Development (GED) program, and one course each in English Basic Skills, Beginning English as a Second Language (ESL), and Intermediate ESL. This curriculum is relatively standard for a community college operation of this size, with emphases in business, computer training, early childhood education, and language, subjects that do not require elaborate facilities. Few offerings are to be found in vocational subjects, since many of these require more costly laboratory facilities. The center offers a full transfer curriculum, principally in consultation with California State University, Fresno, and it awards associate of arts degrees.

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8. Consideration of needed funding

A cost analysis of both capital outlay estimates and projected support costs for the new campus or permanent off-campus center, and possible options of alternative funding sources, must be provided.

The 1991-92 support budget for the West Hills Community College District is shown in Displays 10 and 11. Although there is no specific breakout for the Lemoore Center, approximately 45 percent of the budget is allocable to that operation. As enrollment

DISPLAY 10 West Hills Community College District Revenues, 1991-92

Item	Restricted	Unrestricted	Total
Beginning Balance	$0	$439,393	$439,393
Federal Revenues			
College Work Study	$56,937	$0	$56,937
Job Training Partnership Act	14,500	0	14,500
Student Financial Aid	0	0	0
Veteran's Education	0	0	0
Vocational Education	89,000	0	89,000
Other	8,000	0	8,000
Total Federal	$168,437	$0	$168,437
State Revenues			
Apportionment	$0	$4,865,475	$4,865,475
Extended Opportunity (EOPS)	192,738	0	192,738
Handicapped	85,750	0	85,750
Other Categorical Apport.	0	0	0
Deferred Maintenance	0	0	0
Matriculation	91,995	0	91,995
Other Categorical	36,798	0	36,798
Homeowners Subvention	0	80,000	80,000
Other Tax Subventions	0	0	0
State Mandated Costs	25,000	0	25,000
Lottery	0	189,000	189,000
Other	5,853	1,500	7,353
Total State	$438,134	$5,135,975	$5,574,109
Local Revenues			
Secured Taxes	$0	$2,509,988	$2,509,988
Unsecured Taxes	0	135,000	135,000
Prior Year Taxes	0	80,000	80,000
Private Contracts, Gifts, Grants	0	0	0
Contracted Services	0	257,568	257,568
Sales	0	100	100
Facility Rental	0	2,500	2,500
Interest	0	50,000	50,000
Community Service Classes	0	4,500	4,500
Non-Resident Fees	0	100,000	100,000
Dormitory Rental	0	0	0
Other Student Fees	0	0	0
Enrollment Fees	0	205,723	205,723
Student Records	0	0	0
Other	0	10,000	10,000
Sale of Assets	0	100	100
Total Local	$0	$3,355,479	$3,355,479
Grand Total	$606,571	$8,930,847	$9,537,418

Source: West Hills Community College District.

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DISPLAY 11 West Hills Community College District Expenditures, 1991-92

Item	Amount	Percent
Certificated Salaries & Benefits	$4,388,416	46.0%
Classified Salaries & Benefits	2,504,461	26.3%
Books & Supplies	608,235	6.4%
Other Operating Expenses	1,251,327	13.1%
Capital Outlay & Other Outgo	389,389	4.1%
Contingency Fund	360,591	3.8%
Special Reserve Dorm.	35,000	0.4%
Grand Total	**$9,537,419**	**100.0%**

Source: West Hills Community College District.

grows, it may be expected that the support budget will grow proportionately.

The West Hills Community College District has three projects for the center in the request stage:

- $125,000 for the removal of architectural barriers: $12,000 in 1993-94 (planning and working drawings) and $113,000 in 1994-95 (construction). Current facilities do not meet access requirements for disabled persons. These funds will be used to provide an automatic door opener to the main office building, visual fire alarms, and laboratory stations for the disabled.
- $2,812,000 to construct a 9,175 assignable-square-foot learning resource center and office facility: $212,000 in 1994-95 (planning and working drawings) and $2,600,000 in 1995-96 (construction and equipment). The specific details of this project are in the developmental stage, but the district is expected to submit a Capital Outlay Budget Change Proposal (COBCP) to the Chancellor's Office early in 1993.
- $2,022,000 to construct 8,178 assignable-square-foot in vocational facilities: $22,000 in 1994-95 (planning and working drawings) and $2,000,000 in 1995-96 (construction and equipment). The Lemoore Center currently has a very limited vocational curriculum. This project will construct vocational laboratories and provide equipment for a variety of vocational/occupational programs. The details of this proposal are also in the developmental stage, but the district may a Capital Outlay Budget Change Proposal for it to the Chancellor's Office early in 1993.

Conclusion

Because the Lemoore Center meets the Commission's criteria for recognition as demonsatrated above, the Commission has made the recommendation in Part One of this report that the center be approved as an officially recognized educational center of the California Community Colleges and that it become eligible for State capital outlay funding as of the 1993-94 fical year.

Appendix Guidelines for Review of Proposed Campuses and Off-Campus Centers (1990 Edition)

Introduction

Commission responsibilities and authority regarding new campuses and centers

California *Education Code* Section 66904 expresses the intent of the Legislature that the sites for new institutions or branches of public postsecondary education will not be authorized or acquired unless recommended by the Commission:

> It is the intent of the Legislature that sites for new institutions or branches of the University of California and the California State University, and the classes of off-campus centers as the commission shall determine, shall not be authorized or acquired unless recommended by the commission.
>
> It is further the of the Legislature that California community colleges shall not receive state funds for acquisition of sites or construction of new institutions, branches or off-campus centers unless recommended by the commission. Acquisition or construction of non-state-funded community colleges, branches and off- campus centers, and proposals for acquisition or construction shall be reported to and may be reviewed and commented upon by the Commission.

Evolution and purpose of the guidelines

In order to carry out its given responsibilities in this area, the Commission in April 1975 adopted policies relating to the review of new campuses and centers and revised those policies in September 1978 and September 1982. Both the 1975 document and the two revisions outlined the Commission's basic assumptions under which the guidelines and procedures were developed and then specified the proposals subject to Commission review, the criteria for reviewing proposals, the schedule to be followed by the segments when submitting proposals, and the contents of the required "needs studies."

Reasons for the current revisions

By 1988, experience with the existing procedures suggested that they needed revision in order to accommodate the changed planning environment in California, particularly related to California's Environmental Quality Act and the environmental impact report (EIR) process, as well as to accommodate various provisions of the recently renewed Master Plan for Higher Education. In addition, California's postsecondary enrollment demand continues to increase, and as the public segments move forward with their long-range facilities plans, the time is particularly ripe for revising the existing guidelines. This revision is intended to (1) ensure that the public segments grow in an orderly and efficient manner and that they meet the State's policy objectives for postsecondary education under the Master Plan, (2) ensure proper and timely review by the State of segmental plans based on clearly stated criteria, and (3) assist the segments in determining the procedures that need to be followed to prepare and implement their expansion plans.

Policy assumptions used in developing these guidelines

The following six policy assumptions are central to the development of the procedures and criteria that the Commission uses in reviewing proposals for new campuses and off-campus centers:

1. It will continue to be State policy that each resident of California who has the capacity and motivation to benefit from higher education will have the opportunity to enroll in an institution of higher education. The California Community Colleges shall continue to be accessible to all persons at least 18 years of age who can benefit from the instruction offered, regardless of district boundaries. The California State University and the University of California shall continue to be accessible to first-time freshmen among the pool

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of students eligible according to Master Plan eligibility guidelines. Master Plan guidelines on undergraduate admission priorities will continue to be (1) continuing undergraduates in good standing; (2) California residents who are successful transfers from California public community colleges; (3) California residents entering at the freshman or sophomore level; and (4) residents of other states or foreign counties.

2. The differentiation of function between the segments with regard to institutional mission shall continue to be as defined by the State's Master Plan for Higher Education.

3. The University of California plans and develops its campuses and off-campus centers on the basis of statewide need.

4. The California State University plans and develops its campuses and off-campus centers on the basis of statewide needs and special regional considerations.

5. The California Community Colleges plan and develop their campuses and off-campus centers on the basis of local needs.

6. Planned enrollment capacities are established for and observed by all campuses of public postsecondary education. These capacities are determined on the basis of statewide and institutional economies, community and campus environment, limitations on campus size, program requirements and student enrollment levels, and internal organization. Planned capacities are established by the governing boards of community college districts (and reviewed by the Board of Governors of the California Community Colleges), the Trustees of the California State University, and the Regents of the University of California. These capacities, as well as the statewide procedures for setting these capacities, are subject to review and recommendation by the Commission provided in California *Education Code* Section 66903.

Projects subject to Commission review

The following types of projects are subject to review: new campuses and permanent off-campus centers, major off-campus centers in leased facilities, and conversion of off-campus centers to full-service campuses. The Commission may also review and comment on other projects consistent with its overall State planning and coordination role.

Schedule for the review of new projects

The following timelines are meant to allow a reasonable amount of time for Commission review of plans at appropriate stages in the process. The Commission can accelerate its review of the process if it so chooses.

Unless otherwise specified, all three public postsecondary segments should endeavor to observe these timelines when proposing construction of a major new project subject to Commission review under these guidelines:

1. Plans for new campuses and permanent off-campus centers should be made by the segmental governing boards following their adoption of a systemwide planning framework designed to address total statewide segmental long-range growth needs, including the capacity of existing campuses and centers to accommodate those needs, and the development of new campuses and centers. This planning framework should be submitted to the Commission for review and comment before proceeding with plans for location and construction of new campuses.

2. Segments are requested to defer the selection of specific sites for new campuses or permanent off-campus centers until such time as they have informed the Commission of their general plans for expansion and received a recommendation from the Commission to proceed with further expansion activity. No later than one year prior to the date the segment expects to forward a final proposal for a new campus or center to the Commission, or 18 months prior to the time when it hopes

the Commission will forward its final recommendation about the facility to the Governor and Legislature, it is requested to transmit a letter of intent to expand to the Commission. The letter of intent should include, at minimum, the following information for the new campus: (1) preliminary projections of enrollment demand by age of student and level of instruction, (2) its general location, and (3) the basis on which the segment has determined that expansion in this area at this time is a systemwide priority in contrast to other potential segmental priorities. Other information that may be available that will be required at the time of the final needs study (see below, item 1-4) may also be submitted at this time.

3. Once the "letter of intent" is received, Commission staff will review the enrollment projections and other data and information that serve as the basis for the proposed new campus. This review will be done in consultation with staff from the Demographic Research Unit in the State Department of Finance, which is the agency statutorily responsible for demographic research and population projections. If the plans appear to be reasonable, the Commission will recommend that the segments move forward with their site acquisition or further development plans. The Commission may in this process raise concerns with the segments about defects in the plans that need to be addressed in the planning process. If the Commission is unable to recommend approval of moving forward with the expansion plans, it shall so state to the segmental governing board prior to notifying the Department of Finance and the Legislature of its analysis and the basis for its negative recommendation. The Commission shall consider the preliminary plan no later than 60 days following its submission to the Commission.

4. Following the Commission's preliminary recommendation to move forward, the segments are requested to proceed with the final process of identifying potential sites for the campus or permanent off-campus center. If property appropriate for the campus or center is already owned by the segment, alternative sites to that must be identified and considered in the manner required by the California Environmental Quality Act. So as to avoid redundancy in preparation of information, all materials that are germane to the environmental impact report process shall be made available to the Commission at the same time that it is made available to the designated responsible agencies.

5. Upon completion of the environmental review process and no more than six months prior to the time of expected final Commission approval of the proposed new campus, the segment shall forward the final environmental impact report for the site as well as the final needs study report for the campus or center to the Commission. The needs study report should address each of the criteria outlined below on which the proposal for the campus or center will be evaluated.

6. Once the Commission has received from the segment all materials necessary for evaluating the proposal, it shall certify the completeness of the application to the segment. The Commission shall take final action on proposals during the next six months. In reviewing the proposal, the Commission will seek approval of the enrollment projections by the Demographic Research Unit, unless the justification for expansion is primarily unrelated to meeting access demands. Once the Commission has taken action on the proposal, it will so notify both the Department of Finance and the Office of the Legislative Analyst.

Criteria for evaluating proposals

1. *Enrollment projections*

1.1 For new facilities that are planned to accommodate expanded enrollments, enrollment projections should be sufficient to justify the establishment of the campus or off-campus center. For the proposed new campus or center, enrollment projections for each of the first ten years of operation, and for the fifteenth and twentieth years, must be provided. When an existing off-campus center is proposed to be converted to a new campus, all previous enrollment experience must also be provided.

As the designated demographic agency for the State, the Demographic Research Unit has lead responsibility for preparing systemwide and district enrollment projections, as well as projections for specific

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proposals. The Demographic Research Unit will prepare enrollment projections for all Community College proposals, and either the Demographic Research Unit population projections or K-12 enrollment estimates must be used as the basis for generating enrollment projections in any needs study prepared by the University of California or the California State University. For the two University segments, the Commission will request the Demographic Research Unit to review and approve demographically-driven enrollment projections prior to Commission consideration of the final proposal, unless the campus or permanent center is justified on academic, policy, or other criteria that do not relate strictly to enrollment demand.

For graduate/professional student enrollment estimates, the specific methodology and/or rationale generating the estimates, an analysis of supply of and demand for graduate education, and the need for new graduate and professional degrees, must be provided.

1.2 Statewide enrollment projected for the University of California should exceed the planned enrollment capacity of existing University campuses as defined in their long-range development plans. If the statewide enrollment projection does not exceed the planned enrollment capacity for the system, compelling statewide needs for the establishment of the new campus must be demonstrated.

1.3 Statewide enrollment projected for the California State University system should exceed the planned enrollment capacity of existing State University campuses as defined by their enrollment ceilings. If the statewide enrollment projection does not exceed the planned enrollment capacity for the system, compelling regional needs must be demonstrated. In order for compelling regional needs to be demonstrated, the segment must specify how these regional needs deserve priority attention over competing segmental priorities.

1.4 Enrollment projected for a community college district should exceed the planned enrollment capacity of existing district campuses. If the district enrollment projection does not exceed the planned enrollment capacity of existing district campuses, compelling regional or local needs must be demonstrated. In order for compelling regional needs to be demonstrated, the segment must specify how these regional needs deserve priority attention over others in the State.

1.5 Enrollments projected for community college campuses must be within a reasonable commuting time of the campus, and should exceed the minimum size for a community college district established by legislation (1,000 units of average daily attendance [ADA] two years after opening).

2. *Alternatives to new campuses or off-campus centers*

2.1 Proposals for a new campus or off-campus center should address alternatives to establishment of new institutions, including (1) the possibility of establishing an off-campus center instead of a campus; (2) the expansion of existing campuses; (3) the increased utilization of existing campuses, such as year-round operation; (4) the increased use of existing facilities and programs in other postsecondary education segments; and (5) the use of nontraditional modes of instructional delivery, such as telecommunication and distance learning.

2.2 A cost-benefit analysis of alternatives, including alternative sites for the campus or center must be articulated and documented.

3. *Serving the disadvantaged*

The campus or center must facilitate access for the economically, educationally, socially, and physically disadvantaged.

4. *Geographic and physical accessibility*

The physical, social, and demographic characteristics of the location and surrounding service areas for the new campus or center must be included. There must be a plan for student, faculty, and staff transportation to the proposed location. Plans for student and faculty housing, including projections of needed on-campus residential facilities, should be included as appropriate. For locations which do not plan to maintain student on-campus residences, reasonable commuting time for students must be demonstrated.

5. *Environmental and social impact*

The proposal must include a copy of the environmental impact report. To expedite the review process, the Commission should be provided all information related to the environmental impact report process as it becomes available to responsible agencies and the public.

6. *Effects on other institutions*

6.1 Other segments, institutions, and the community in which the campus or center is to be located should be consulted during the planning process for the new facility, especially at the time that alternatives to expansion are explored. Strong local, regional, and/or statewide interest in the proposed facility must be demonstrated.

6.2 The establishment of a new University of California or California State University campus or center must take into consideration the impact of a new facility on existing and projected enrollments in the neighboring institutions of its own and of other segments.

6.3 The establishment of a new community college campus must not reduce existing and projected enrollments in adjacent community colleges -- either within the district proposing the new campus or in adjacent districts -- to a level that will damage their economy of operation, or create excess enrollment capacity at these institutions, or lead to an unnecessary duplication of programs.

7. *Academic planning and program justification*

The programs projected for the new campus must be described and justified. An academic master plan, including general sequence of program plans and degree level plans, and a campus plan to implement such State goals as access, quality, intersegmental cooperation, diversification of students, faculty, administration and staff for the new campus, must be provided. The proposal must include plans to provide an equitable learning environment for the recruitment, retention and success of historically underrepresented students.

8. *Consideration of needed funding*

A cost analysis of both capital outlay estimates and projected support costs for the new campus or permanent off-campus center, and possible options of alternative funding sources, must be provided.

References

Board of Governors of the California Community Colleges. *Long-Range Capital Outlay Growth Plan.* Sacramento: Chancellor's Office, January 1991a.

-- "Educational Center for the Lemoore and Hanford Area." Agenda Item 15, May 9-10, 1991b.

California Postsecondary Education Commission. *Inventory of Approved and Unapproved Community College Centers.* Commission Report 84-38. Sacramento: The Commission, December 1984.

--. *Guidelines for Review of Proposed Campuses and Off-Campus Centers: A Revision of the Commission's 1982* Guidelines and Procedures for Review of New Campuses and Off-Campus Centers. Commission Report 90-9. Sacramento: The Commission, January 1990. (reproduced in the appendix to this report)

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

THE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and recommendations to the Governor and Legislature.

Members of the Commission

The Commission consists of 17 members. Nine represent the general public, with three each appointed for six-year terms by the Governor, the Senate Rules Committee, and the Speaker of the Assembly. Six others represent the major segments of postsecondary education in California. Two student members will be appointed by the Governor.

As of August 1992, the Commissioners representing the general public are:

Helen Z. Hansen, Long Beach; *Chair*
Henry Der, San Francisco; *Vice Chair*
Mim Andelson, Los Angeles
C. Thomas Dean, Long Beach
Rosalind K. Goddard, Los Angeles
Mari-Luci Jaramillo, Emeryville
Lowell J. Paige, El Macero
Tong Soo Chung, Los Angeles
Stephen P. Teale, M.D., Modesto

Representatives of the segments are:

Alice J. Gozales, Rocklin; appointed by the Regents of the University of California;

Joseph D.Carrabino, Los Angeles; appointed by the California State Board of Education;

Timothy P. Haidinger, Rancho Santa Fe; appointed by the Board of Governors of the California Community Colleges;

Ted J. Saenger, San Francisco; appointed by the Trustees of the California State University; and

Harry Wugalter, Ventura; appointed by the Council for Private Postsecondary and Vocational Education.

The position of representative of California's independent colleges and universities is currently vacant, as are those of the two student representatives.

Functions of the Commission

The Commission is charged by the Legislature and Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs."

To this end, the Commission conducts independent reviews of matters affecting the 2,600 institutions of postsecondary education in California, including community colleges, four-year colleges, universities, and professional and occupational schools.

As an advisory body to the Legislature and Governor, the Commission does not govern or administer any institutions, nor does it approve, authorize, or accredit any of them. Instead, it performs its specific duties of planning, evaluation, and coordination by cooperating with other State agencies and nongovernmental groups that perform those other governing, administrative, and assessment functions.

Operation of the Commission

The Commission holds regular meetings throughout the year at which it debates and takes action on staff studies and takes positions on proposed legislation affecting education beyond the high school in California. By law, its meetings are open to the public. Requests to speak at a meeting may be made by writing the Commission in advance or by submitting a request before the start of the meeting.

The Commission's day-to-day work is carried out by its staff in Sacramento, under the guidance of its executive director, Warren H. Fox, Ph.D., who is appointed by the Commission.

The Commission issues some 20 to 30 reports each year on major issues confronting California postsecondary education, and it makes these publications available to the public while supplies last.

Further information about the Commission and its publications may be obtained from the Commission offices at 1303 J Street, Fifth Floor, Sacramento, CA 98514-2938; telephone (916) 445-7933.

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APPROVAL OF THE LEMOORE CENTER OF THE WEST HILLS COMMUNITY COLLEGE DISTRICT

California Postsecondary Education Commission Report 92-19

ONE of a series of reports published by the Commission as part of its planning and coordinating responsibilities. Additional copies may be obtained without charge from the Publications Office, California Postsecondary Education Commission, 1303 J Street, Fifth Floor, Sacramento, California 95814-2936.

Recent reports of the Commission include:

92-4 Prospects for Long-Range Capital Planning in California Public Higher Education: A Preliminary Review. A Staff Report to the California Postsecondary Education Commission (January 1992)

92-5 Current Methods and Future Prospects for Funding California Public Higher Education: The First in a Series of Reports on Funding California's Colleges and Universities into the Twenty-First Century (March 1992)

92-6 Commission Comments on the Systems' Preliminary Funding Gap Reports: A Report to the Legislature and the Governor in Response to Supplemental Report Language of the 1991 Budget Act (March 1992)

92-7 Analyses of Options and Alternatives for California Higher Education: Comments by the Staff of the California Postsecondary Education Commission on Current Proposals for Change in California's Public Colleges and Universities (March 1992)

92-8 Faculty Salaries in California's Public Universities, 1992-93: A Report to the Legislature and Governor in Response to Senate Concurrent Resolution No. 51 (1965) (March 1992)

92-9 Fiscal Profiles, 1992: The Second in a Series of Handbooks about the Financing of California Postsecondary Education (March 1992)

92-10 Student Profiles, 1991: The Second in a Series of Annual Factbooks About Student Participation in California Higher Education (March 1992)

92-11 Meeting the Educational Needs of the New Californians: A Report to Governor Wilson and the California Legislature in Response to Assembly Concurrent Resolution 128 (1990) (March 1992)

92-12 Analysis of the 1992-93 Governor's Budget: A Staff Report to the California Postsecondary Education Commission (March 1992)

92-13 Postsecondary Enrollment Opportunities for High School Students: A Report to the Legislature and the Governor in Response to Chapter 554, Statutes of 1990 (June 1992)

92-14 Eligibility of California's 1990 High School Graduates for Admission to the State's Public Universities: A Report of the 1990 High School Eligibility Study (June 1992)

92-15 Progress of the California Science Project: A Report to the Legislature in Response to Chapter 1486, Statutes of 1987 (June 1992)

92-16 Supplemental Report on Academic Salaries, 1991-92: A Report to the Governor and Legislature in Response to Senate Concurrent Resolution No. 51 (1965) and Supplemental Language to the 1979 and 1981 Budget Acts (August 1992)

92-17 A Framework for Statewide Facilities Planning: Proposals of the California Postsecondary Education Commission to Improve and Refine the Capital Outlay Planning Process in California Higher Education (August 1992)

92-18 Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational Centers: A Revision of the Commission's 1990 *Guidelines for Review of Proposed Campuses and Off-Campus Centers* (August 1992)

92-19 Approval of the Lemoore Center of the West Hills Community College District: A Report to the Governor and Legislature in Response to a Request from the Board of Governors to Recognize the Center as the Official Community College Center for the Lemoore/Hanford Area of Kings County (August 1992)

92-20 Commission Comments on the Systems' Final Funding Gap Reports: A Second Report to the Legislature and the Governor in Response to Supplemental Report Language of the 1991 Budget Act (August 1992)

92-21 Services for Students with Disabilities in California Public Higher Education, 1992: The Second in a Series of Biennial Reports to the Governor and Legislature in Response to Assembly Bill 746 (Chapter 829, Statutes of 1987) (August 1992)

92-22 Exchanging Students with Eastern Europe: Closing a Half-Century Learning Gap: A Report to the Governor and Legislature in Response to Assembly Concurrent Resolution 132 (Resolution Chapter 145, Statutes of 1990) (August 1992)

92-23 1992-93 Plan of Work for the California Postsecondary Education Commission: Major Studies and Other Commission Activities (August 1992)

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